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ABSTRACT

This outline of the current status of foreign language education in Indiana was presented to a panel from the President's Commission on Foreign Language and International Studies. Foreign language instruction at all levels is discussed with the support of statistics, and recommendations are made for mitigating deficiencies in existing programs. Long-range program planning possibilities are treated in preparation for the foreign language learning needs of the 21st century. (JB)

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THE PRESIDENT'S COMMISSION ON FOREIGN LANGUAGES
AND INTERNATIONAL STUDIES

The President's Commission on Foreign Languages and International Studies
International House, 1414 East 59th Street, Chicago, Illinois

Panel II: Overview of Foreign Language Education in the United States

12 December 1978

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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Part One

FOREIGN LANGUAGES IN THE "AVERAGE" SCHOOL SITUATION:

WHERE ARE WE?

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AEFLT Forum

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TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

I. The "School Coordinator": An Atypical University Position

A. Established by Indiana University in early sixties out of the budgets appropriated by the state legislature to:

1. Provide information on schools and teachers to the University, e.g., the foreign-language departments, the School of Education, and the University Division, the agency handling freshman admissions;
2. Disseminate professional information to the state's teachers through newsletters, conferences, and workshops;
3. Provide consultant services and shortterm inservice training, both independently and in cooperation with the Indiana State Department of Public Instruction, to schools and teachers; and
4. Serve liaison functions within the University and between the University and the schools of the state.

B. Ongoing assessments in foreign-language education have identified three major changes in the total picture during the seventies.

1. The preservice avenue to the improvement of instruction is all but closed, for the number of openings declines each year; the Indiana Commission on Higher Education has projected a need for only eight graduating teachers to fill foreign-language positions in Indiana schools in the mid eighties.
2. The foreign-language teacher population is tenured, holding life teaching certificates, and without compelling reason to seek additional graduate training.
 - a. Estimates of this population have ranged as high as 90 percent in Indiana.
 - b. The percentage of permanently certified teachers in New York has risen from 60.6 percent in 1972-73 to 83.8 percent in 1976-77.

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3. Declining school populations and budgetary problems do not bode well for the development of new programs; sequence "extensions" will be possible only if there are dramatic rises in the numbers of students wanting these courses.

Recommendation: There must be ongoing studies of the status quo, for whatever directions are to be defined for the future, the point of departure is an essential ingredient to the success of these undertakings.

II. Indiana: A Sample of the Status Quo

A. Indiana is a "middle" state in foreign-language education.

1. Neither highest nor lowest quarter to third among 50 states in numbers enrolled.
2. Collects data for grades 9 through 12; some states collect enrollments for grades 7 through 12, some collect none.
3. May well be typical of "Louisiana Purchase" states.

B. Enrollments in Grades 9 through 12.

1. Percentage of Total Student Population

- a. 1958-59: 17.6 percent of grades 9 through 12 were in language studies.
- b. Peak was reached in 1968-69: 30.2 percent of these grades were in foreign languages.
- c. Decline since 1969; 1977-78 22.2 percent enrolled.

2. Distribution of Students in Foreign-Language Courses

- a. More than half of all foreign-language students are in the first year; 1977-78 55 percent for all languages, 54 percent for modern languages.
- b. Vast majority are clustered in the first two years; 1977-78 87 percent in all languages, 85 percent in modern languages.
- c. In 1977-78 only 13 percent--15 percent for modern languages--were enrolled in third through sixth years
 - (1) Enrollment data no longer collected separately for third through sixth years due to small numbers involved.
 - (2) State textbook adoptions no longer extended to fourth through sixth years due to smallness of enrollments.

3. The Rising Attrition Rates between the First and Second Years.

a. Attrition is very rarely mentioned in the professional literature, although it is a constant and prime administrative concern.

b. There has been a constant rise of attrition between the first and second years.

(1) French: 1968-69 25 percent; 1977-78 35 percent.

(2) German 1968-69 35 percent; 1977-78 36 percent.

(3) Latin: 1968-69 43 percent 1977-78 48 percent

(4) Spanish: 1968-69 34 percent; 1977-78 53 percent.

(5) Indiana's average 1977-78 for both all languages and modern languages was 43 percent.

(6) The national attrition rate hovers around 50 percent.

c. An Effort at Perspective on the Problem

(1) Between 1976-77 and 1977-78 enrollments in Indiana declined by 1.5 percent--1,195 students.

(2) Between 1976-77 and 1977-78 the 43 percent attrition rate meant that Indiana lost 19,235 students after one year of study.

(3) Indications are that programs cannot survive into the third year and beyond with attrition rates much over 30 percent between the first and second years.

d. Major Causes of Attrition

(1) There has been a proliferation of electives in every area of the secondary-school curriculum.

(2) There is a "mythology" which leads students to expect "instant" skills.

(3) "Released time" from secondary-school classes for work experiences has reduced the numbers in advanced courses of every subject-matter area.

(4) Foreign-language teachers have been trying to "pack" more and more into the shortened sequences with the result that too much is offered too fast with almost no emphasis on skill-using.

- (5) The disappearance and/or weakening of college and university requirements has had the effect of signaling to students that foreign-language learnings are of little value.
- (6) Overriding all the causes that can be identified is the fact that society places no value on second-language skills.

Recommendations:

1. An immediate shortrange goal in any undertaking has to be to "shore up" or strengthen existing programs and sequences before any efforts can be made to extend these sequences lower or higher in the grades.
2. There must be a national campaign through the media to build public awareness as to the values of knowing (not learning--as yet) another language featuring people who are bilingual. One possible theme would be to pick up on Paul Tanaka's assertion that "a man who knows two languages is worth two men."

C. The Foreign-Language Teacher Situation .

1. The Decline of Fulltime Teaching Positions

- a. 43 percent of Indiana's teachers were fulltime in a language in 1976-77.
 - (1) French: 49 percent fulltime 1972-73, 38 percent 1976-77.
 - (2) German: 58 percent fulltime 1972-73, 48 percent 1976-77.
 - (3) Latin: 21 percent fulltime 1972-73, 16 percent 1976-77.
 - (4) Spanish: 58 percent fulltime 1972 73, 54 percent 1976-77.

b. Reasons for the Decline

- (1) Taxpayers' demands for minimum class sizes, usually 15, all but eliminated fifth- and sixth-year courses.
- (2) Budget constraints forced the assignment of "elective" foreign-language teachers to "required" courses in other disciplines; many fourth- and third-year courses were lost in this way.

2. Teacher "Work Loads"

- a. Teachers have often been the "victims" of their training, for institutions of higher learning--the education and language components--do not pay close attention to:

(1) What skills and what types of knowledge the teacher needs in today's classrooms;

(2) What resources the teacher will have; and

(3) What a teaching day is like in the schools.

b. Examples of daily schedules in a large urban high school show:

(1) That multiple daily preparations are necessary in extensive sequences.

(2) That, despite textbook authors' and publishers' advice to select and adapt from today's enormous texts, the teachers simply, by virtue of the rigors of the teaching day, cannot adapt 3 or 4 textbooks each semester or year.

Period 1	Spanish 5 (31)	Study Hall
2	Spanish 5 (29)	French 3 (24)
3	Spanish 7 (28)	French 1 (33)
4	Spanish 9 (15)	French 3 (24)
5	Corridor Duty	French 1 (36)
6	Spanish 3X (15)	French 3X (18)
7	Spanish 5 (22)	Study Hall

Period 1	German 1 (29)
2	Advanced German Composition (8)
3	German Short Story (11)
4	German 3 (17)
5	German 5 (21)
6	German 3X (11)
7	German 5 (16)

Key:	1 First Year	7 Fourth Year
	3 Second Year	9 Fifth Year
	5 Third Year	X Advanced Placement

(3) That low enrollments sometimes force the offering of "combined" or multilevel classes in a single class period.

Period 1	Study Hall
2	Latin 5/7 (8)
3	Study Hall
4	Exploratory Latin (13)
5	Latin 3 (12)
6	Latin 1 (27)
7	Spanish 1 (25)

Sample schedules provided by Rita Sheridan, Foreign Language Supervisor, Indianapolis Public Schools.

- c. The situation is substantially worse in smaller school systems. There the teachers:

- (1) Have multiple preparations in fulltime positions;

Grades 5-8: 2 Beginning French (Regular)
2 Beginning French (Enriched)
Advanced French (Regular)
Advanced French (Enriched)
Introduction to French (Enriched)

- (2) Have multiple and multigrade preparations in two or more disciplines (8 percent of Indiana's foreign-language teachers have daily assignments in 3 subject-matter areas of the curriculum);

Grades 6-8: 6th Grade Spelling
8th Grade Language Arts
8th Grade French

Grades 9-12: Freshman English
First-Year French
Second-Year French

- (3) 38 of 90 respondents to a survey of daily responsibilities indicated that they had multilevel classes in a single class period plus responsibilities in two disciplines.

Grades 9-12: First-Year German
Second- and Third-Year German
English Composition
World Literature
Language Arts Variety Pak

Grades 9-12: Study Hall
Third- and Fourth-Year Spanish
First-Year Spanish
Second-Year Spanish
First-, Second-, and Third-Year French

Class schedules in "c" were responses to survey by Coordinator for School Foreign Languages, Indiana University, 1978.

- d. Multilevel classes in a single class period are proliferating in all schools for a variety of reasons:

- (1) Numbers enrolled too small to permit separate classes, e.g., third- and fourth-year Latin;
- (2) Extensive sequences in which few are expected to enroll, e.g., fifth- or sixth-year French or Spanish;

- (3) Efforts to balance a single class overload in the absence of additional staff;
- (4) School's trying to offer a language for a small minority, e.g., Latin or Russian; and/or
- (5) The size or financial situation of the school necessitates scheduling the teacher in another discipline which s/he is licensed to teach.

e. Supervisory and Administrative Assistance to Teachers

- (1) Indiana has only 5 supervisors in the entire state, in 4 school systems.
 - (a) 2 in Indianapolis--a supervisor and an assistant.
 - (b) 1 in a township abutting Indianapolis.
 - (c) 1 in Evansville with responsibilities in language arts and foreign languages.
 - (d) 1 in Gary with responsibilities in social studies and foreign languages.
- (2) In 371 high schools, only 1 of which offers no foreign language, there are only 87 department chairpersons to offer even minimal help and guidance.
- (3) The State Consultant
 - (a) This position still exists, but it is funded by "soft" monies.
 - (b) Annual hope is to secure position by paying for it out of budget appropriated by the legislature.
 - (c) Much of Consultant's time is consumed by regulatory and supervisory responsibilities.

Recommendation: Since the foreseeable future will not, in all likelihood bring with it reduced daily preparations, teachers, articulation problems--even within a school system, and the attrition rates all demand that funding be made available to define realistic learning outcomes--minima--for the various stages of the foreign-language sequence:

- 1. To serve teachers too busy or insufficiently trained to perform this task for their schools; and

2. To serve as guidelines to textbook authors of the near future.

The time and class demands that teachers face mandate teachable texts in the future, replete as to skill-using activities and designed realistically to fit the time available for instruction. Minimal learning outcomes are an imperative in this process.

D. Foreign Languages below Grade 9 in Indiana

1. At its peak in the late sixties, foreign language in the elementary school (FLES) extended to only 40 or so programs in over 300 school corporations.
 - a. Extended sequence rarely worked much beyond the third year of study in practice, almost never to the six and nine years envisioned by FLES planners.
 - b. Today there are a handful of programs for gifted or exceptional children.
 - c. Indianapolis Latin FLES Program
 - (1) Designed to improve students' English reading and vocabulary skills, the course is not a Latin offering in the traditional sense.
 - (2) It was taught by traveling specialists under "soft" funding; today it is taught by classroom teachers under the direction of a specialist-coordinator and funded as a part of the school's appropriated budget.
 - (3) The program, due to its positive results, has expanded to more schools each year.
 - d. There is a growing interest in foreign-language units to be incorporated into elementary-school language arts; few administrators are willing to consider any offering which is the first step in an extended sequence.
2. Junior high school programs were decimated by the budget "crunches" of the early seventies with only 9th grade courses surviving.
 - a. Some 7th and 8th grade offerings are being restored due to parental pressure.
 - b. There is a growing interest in exploratory foreign-language offerings in the middle or junior high school--prior to the sequential offerings--to help the students:

- (1) Learn how to learn a language;
- (2) Select a language for study more intelligently;
- (3) Become more familiar with ethnic or community languages as well as those studied indepth in the high school; and
- (4) Develop, through an introduction to several languages in structured and parallel experiences, what Robert G. Hanvey calls "perspective consciousness" and "cross-cultural awareness."

With these "givens" or "seeds," what kinds of foreign-language programs can be developed in a society placing greater value on language and second-language skills as we move toward the 21st century? What kinds of retraining and support systems will be required?

q/a

A POSTSCRIPT SUGGESTED AFTER THE PANEL

The enrollment patterns, the difficulties in scheduling classes when there are regulations as to minimal class sizes, and the teacher daily work loads become clearer if we try to think of a hypothetical high school in Indiana.

The average high school has about 1,000 students. Following the percentages, this high school has:

22% of the total student population in languages--	220 students
25% of these students are in French	56 students
15% of these students are in German	33 students
7% of these students are in Latin	16 students
52% of these students are in Spanish	<u>115</u> students
Total	220

The enrollments by levels would then pattern as follows:

FRENCH	52% in first year	29	At best this teacher would be assigned three French classes with third and fourth years combined. Some schools would have to combine the second, third and fourth years or cancel the fourth.
	31% in second year	17	
	17% in advanced French		
	in third year	7	
	in fourth year	<u>3</u>	
	Total	56	
GERMAN	49% in first year	16	This teacher can be assigned two German classes, one first year and one with the second and third years combined.
	33% in second year	11	
	18% in advanced German		
	in third year	<u>6</u>	
	Total	33	
LATIN	58% in first year	9	In all likelihood, all three years would have to be offered in one class period.
	33% in second year	6	
	9% in advanced Latin		
	in third year	<u>1</u>	
	Total	16	
SPANISH	56% in first year	64	This teacher would be assigned two first-year classes (three in a generous system), one second-year class (two in some systems), and a class with the third and fourth years combined.
	30% in second year	35	
	14% in advanced Spanish		
	in third year	11	
	in fourth year	<u>5</u>	
	Total	115	

Only the Spanish teacher has any hope of a fulltime foreign-language work load. Even then, s/he will have multiple preparations, too many to permit:

1. The extensive adaptation of the several textbooks employed;

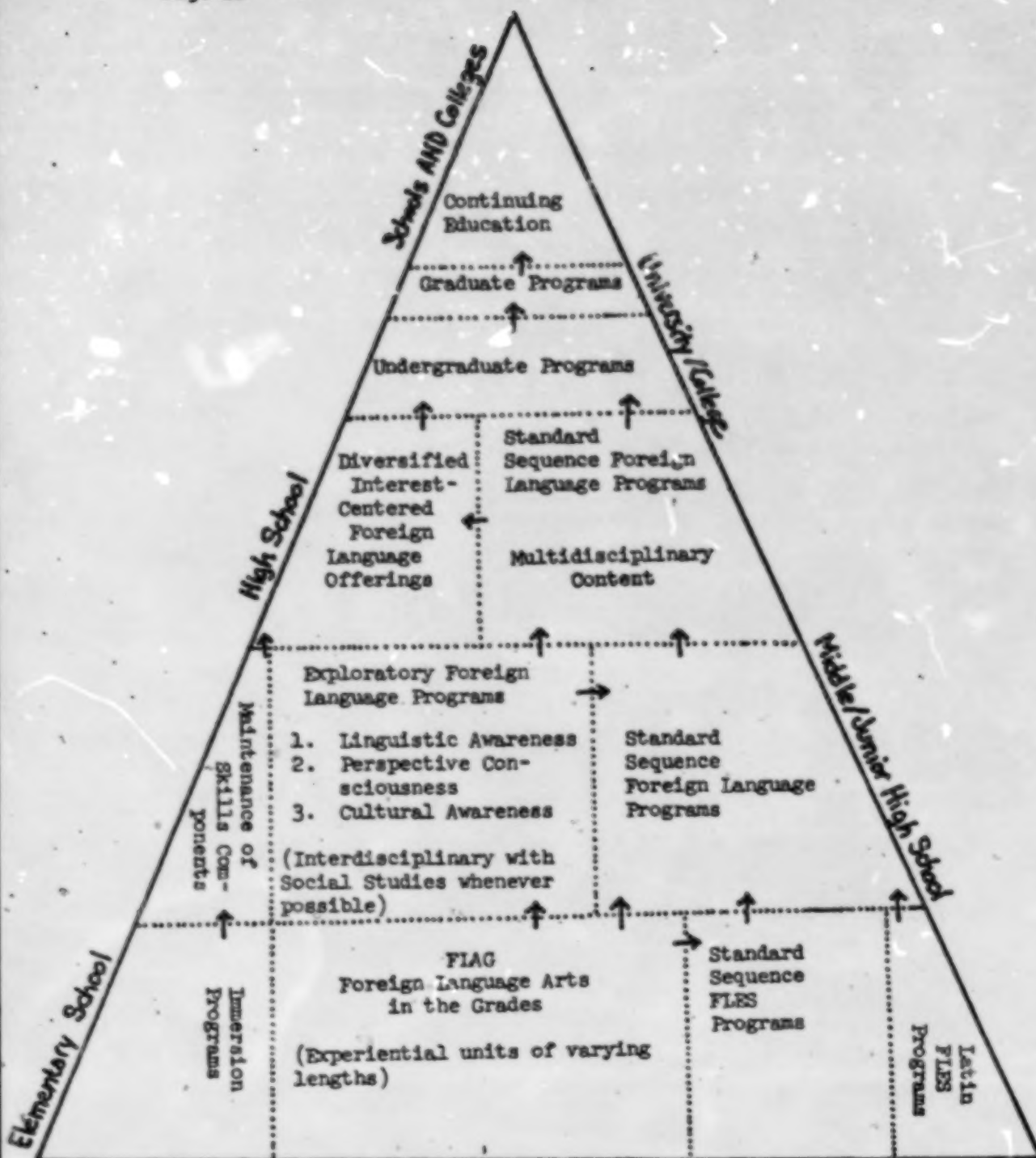
2. The preparation of learning activities for any of the several classes except on a very occasional basis; and/or
3. Keeping up to date in the professional literature and adapting techniques and approaches found there.

At best, this teacher can hope that his or her new texts, adopted by state law at five year intervals, will strengthen each course offering and the sequence.

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FOREIGN LANGUAGE PROGRAMS: REACHING TOWARD THE TWENTY-FIRST CENTURY

1. Language learning is defined as a process to be engaged in at any stage of life and to a depth commensurate with the needs and interests of the learner.
2. Schools and teachers retain options in the development of school-specific courses and programs.
3. The movement in the foreign-language education of the future will be away from the development of skills to facilitate travel and toward the preparation of citizens with global perspectives and skills appropriate to life and work in the world community.
4. The focus on interdisciplinary and multidisciplinary content offers the learner language skills as means to his or her personal objectives rather than as ends in themselves.
5. Learner entry and/or reentry is possible at every stage.
6. Education in the 21st century will see other languages added to or replacing the commonly taught languages--French, German, Latin and Spanish; the curriculum in the near future will offer Chinese, Japanese, Russian, Arabic, and some African languages.



FOREIGN LANGUAGE PROGRAMS:
REACHING TOWARD THE TWENTY-FIRST CENTURY

Lorraine A. Strasheim
1978

The President's Commission on Foreign Languages and International Studies
International House, 1414 East 59th Street, Chicago, Illinois

Panel II: Overview of Foreign Language Education in the United States

12 December 1978

Part Two

FOREIGN LANGUAGES IN THE "AVERAGE" SCHOOL SITUATION:
REACHING TOWARD THE 21ST CENTURY

Lorraine A. Strasheim
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I. The Problem

- A. People who were educated at least twenty-five years ago are faced with the need to make the best educational decisions possible for those who will be assuming citizenship and leadership roles twenty-five years (or more) in the future.
- B. Any foreign-language plan for the future must capitalize on the knowledge the profession already has, especially that gained in the past decade of innovation and experimentation, for there are no indications that massive funding will be possible in this country's current economic environment.
- C. Revitalized ways of inservice training and staff development must be found to address and motivate a teacher population which is, by and large, tenured in and certified for life.
- D. The thinking must go beyond the commonly taught European languages to languages not historically part of foreign-language curricula in the schools--Chinese, Japanese, Russian, Arabic, and some of the African languages.

II. A Pyramid of Foreign-Language Program Possibilities

A. General Characteristics

1. Language learning, in keeping with the futurists and lifelong learning advocates, is defined as a process to be engaged in at any stage of life and to a depth commensurate with the needs and interests of the learner.
2. Learner entry and/or reentry is possible at every stage of this model.
3. In keeping with the principle of local control, schools and teachers retain options in the development of school-specific courses and programs. For example, the options for the elementary school include:

- a. Immersion Programs in which the foreign language is the medium of instruction, beginning with all instruction in the second language in kindergarten and diminishing to 50 percent by grade 6.
 - b. The standard FLES (Foreign Language in the Elementary School) program in which the elementary classes constitute the first step (level one) in the system's sequence of foreign-language offerings.
 - c. Self-contained Latin FLES (or other language) offerings of a year or two designed to improve the students' reading and vocabulary skills in English.
 - d. Foreign Language Arts in the Grades (FLAG), consisting of occasional shortterm units to be incorporated into the students' language arts learnings, offer the possibility of providing foreign-language experiences in the small system or in the community where extended sequences cannot be supported.
4. Education in the 21st century will see other languages added to or replacing the commonly taught languages--French, German, Latin, and Spanish; the curriculum in the 21st century will offer Chinese, Japanese, Russian, Arabic, and some African languages.
 5. The movement in foreign-language education, beginning in the immediate future will be away from the development of skills to facilitate travel and toward the preparation of citizens with global perspectives, cross-cultural awareness, and skills appropriate to life and work in the world community.
 6. The focus on interdisciplinary and multidisciplinary content offers the learners language skills as a means to his or her personal objectives rather than as ends in themselves.
- B. The diversified interest-centered component includes:
1. Preparation for careers involving foreign languages;
 2. The opportunity to study other disciplines in another language;
 3. The possibility of maintenance of skill individualized and/or personalized offerings; and
 4. "Magnet" international schools.
- C. The Interdisciplinary or Multidisciplinary Content Focus
1. The standard sequence in the high school includes multidisciplinary content:
 - a. To hold the interest of students through content commensurate in substance with that in their other courses;

- b. To prepare students for life in the international community; and
- c. To restore some "foreign-language" "basics"--the humanities.

2. Interdisciplinary and multidisciplinary faculty cooperation will be necessary to:

- a. Define goals, objectives, and learning outcomes;
- b. Prepare materials to be used jointly and/or independently; and/or
- c. Develop procedures and guidelines for "shared" or "teamed" instruction.

D. The Role of Latin in the 21st Century

1. Latin courses can certainly be vehicles for many of the concepts we desire to teach; the important factors are:

- a. That the "connections" be clearly made; and
- b. That the ways in which Latin is learned do not serve to impede students in their learning of modern languages.

2. The goal proposed by Gilbert Lawall, president of the American Classical League, in a Personal Communication, November 29, 1978:

All students in American schools should have the opportunity to come into contact with achievements of great human significance ... because of the enrichment they can bring to their experience, to grapple with the problems of understanding a culture very different from their own..., and to recognize the significance ... of Greece and Rome for their own European inheritance.

E. Teaching Materials in the 21st Century

1. During the audiolingual revolution of the sixties, the constant call, in the light of teachers' linguistic limitations, was for "teacherproof" materials; in the eighties the call has to be, in the light of teacher work loads, for teachable materials which:

- a. Fit the minimal learning outcomes defined for each stage;
- b. Provide a balance of skill-getting and skill-using activities;
- c. Move some of the linguistic content "backward" into the advanced courses and some of the humanistic content "forward" into the earlier stages;
- d. Are one-third to one-half of the present textbook size to make mastery possible; and

RETRAINING INSERVICE TEACHERS FOR THE 21ST CENTURY: A MUTUALLY INTERACTIVE APPROACH

The School System or Consortium of Regional Schools

Receives concrete, specific and extended training for teachers, making time, meeting room, and some resources available.

Develops tentative working goals:

1. For individual teachers, and
2. For the program(s) to be developed.

Develops course goals, guides, and teaching materials.

Joint Responsibilities

Jointly developed decisions as to:

1. Procedures
2. Needs
3. Goals
4. Content of "courses" for teachers
5. Evaluation
 - a. Immediate
 - b. Longrange

Classroom assistance from "on call" consultants ready with relevant and practical advice.

Machinery for obtaining the necessary feedback and opportunities to share problems.

The University or Consortium of Colleges

Develops multidisciplinary courses built on needs and goals of the participating teachers.

Validates and corrects materials prepared in the schools.

Establishes processes for utilizing the knowledge gained in working with schools and teachers:

1. To impact upon undergraduate language programs,
2. To "adjust" preservice training programs, and
3. To "adjust" graduate teacher training programs.

- e. Are appropriate to the time available for instruction and require little adaptation.

2. Existing funds should be made available:

- a. To fund local interdisciplinary and multidisciplinary curriculum development;
- b. To fund the development of materials in languages not now taught in the schools; and
- c. To fund the development of presecondary materials, especially those:
 - (1) Related to Foreign Language Arts in the Grades; and
 - (2) Related to middle school and junior high school programs with cross-cultural foci.

III. Inservice Training and Staff Development for the 21st Century

- A. All avenues of staff development should be exploited, including the opportunities available through:

- 1. School Systems
- 2. Professional Associations
- 3. State Departments of Public Instruction

- B. Funds should be made available for mutually interactive approaches to the retraining of teachers, the development of materials and curricula, and the redesigning of college and university programs in which the cooperating agencies have both joint and independent responsibilities and "products" or "outcomes."

1. The School System or Consortium of Regional Schools:

- a. Receives concrete, specific, and extended training for teachers, making time, meeting rooms, and some resources available;
- b. Develops tentative working goals:
 - (1) For individual teachers, and
 - (2) For the program(s) to be developed; and
- c. Develops course goals, curriculum guides, and teaching materials.

2. The University or Consortium of Colleges:

- a. Develops multidisciplinary courses built on needs and goals of the participating teachers;

- b. Validates and corrects materials prepared in the schools; and
 - c. Establishes processes for utilizing the knowledge gained in working with schools and teachers to:
 - (1) Impact upon undergraduate language programs;
 - (2) "Adjust" preservice training programs; and
 - (3) "Adjust" graduate teacher training programs.
3. Joint Responsibilities:
- a. Jointly developed decisions as to:
 - (1) Procedures;
 - (2) Needs;
 - (3) Goals;
 - (4) Content of "courses" for teachers; and
 - (5) Evaluation
 - (a) Immediate and
 - (b) Longrange
 - b. Classroom assistance from "on call" consultants ready with relevant and practical advice.
 - c. Machinery for obtaining the necessary feedback and opportunities to share--and solve--problems.
4. Advantages of a mutually interactive approach to inservice training and staff development:
- a. The college or university is not dealing with idealistic "prescriptions" but rather with the solution of existent problems;
 - b. The teacher is not personally charged with the responsibility--on his or her own time and wholly at his or her initiative--with the updating of the curriculum, for the school system is also committed to the process; and
 - c. All the participants benefit from the undertaking in improved curricula and instruction.

IV. Two Guiding Principles for Moving Toward the 21st Century

- A. Galo Plaza, the Secretary General of the Organization of American States, in 1972:

The people of the United States who were educated in a world far different from today's have an excuse for not being thoroughly informed of their new responsibilities. But there is no excuse for failing to give the next generation an education with an entirely different orientation.

Quoted by David Chestnut, Personal Communication, October 28, 1978.

- B. Harlan Cleveland in 1976:

The key factor in world affairs these next few years will be whether, how, and for what purposes the American people decide to get back into the business of world leadership--in the service of new global tasks and with a very different style from that of yesteryear.

Harlan Cleveland. "America's Not So Manifest Destiny." An Atlantic Paper distributed by the Aspen Institute for Humanistic Studies, May 1976.

Quoted by Rose L. Hayden, "Relating Language to International Education: Some Do's and Don'ts." ADEL Bulletin 8 (1976), page 20.

Postscript

The entire presentation, parts one and two, was positively received by those participating in Panel II. In Part Two, I have incorporated the participant suggestions, for they were excellent and contributed to strengthening the original ideas presented.